

## Non-Precedent Decision of the Administrative Appeals Office

In Re: 11244069 Date: OCT. 15, 2020

Appeal of Nebraska Service Center Decision

Form I-140, Immigrant Petition for Alien Worker (Extraordinary Ability)

The Petitioner, a developer and manufacturer of semiconductors and system solutions, seeks to classify the Beneficiary, a staff engineer, as an alien of extraordinary ability. *See* Immigration and Nationality Act (the Act) section 203(b)(1)(A), 8 U.S.C. § 1153(b)(1)(A). This first preference classification makes immigrant visas available to those who can demonstrate their extraordinary ability through sustained national or international acclaim and whose achievements have been recognized in their field through extensive documentation.

The Director of the Nebraska Service Center denied the petition, concluding that the Petitioner did not establish, as required, that the Beneficiary meets at least three of the ten initial evidentiary criteria for this classification. The matter is now before us on appeal.

In these proceedings, it is the Petitioner's burden to establish eligibility for the requested benefit. *See* Section 291 of the Act, 8 U.S.C. § 1361. Upon *de novo* review, the Petitioner did not meet this burden. Accordingly, we will dismiss the appeal.

## I. LAW

Section 203(b)(1) of the Act makes visas available to immigrants with extraordinary ability if:

- (i) the alien has extraordinary ability in the sciences, arts, education, business, or athletics which has been demonstrated by sustained national or international acclaim and whose achievements have been recognized in the field through extensive documentation,
- (ii) the alien seeks to enter the United States to continue work in the area of extraordinary ability, and
- (iii) the alien's entry into the United States will substantially benefit prospectively the United States.

The term "extraordinary ability" refers only to those individuals in "that small percentage who have risen to the very top of the field of endeavor." 8 C.F.R. § 204.5(h)(2). The implementing regulation

at 8 C.F.R. § 204.5(h)(3) sets forth a multi-part analysis. First, a petitioner can demonstrate international recognition of his or her achievements in the field through a one-time achievement (that is, a major, internationally recognized award). If that petitioner does not submit this evidence, then he or she must provide sufficient qualifying documentation that meets at least three of the ten criteria listed at 8 C.F.R. § 204.5(h)(3)(i) - (x) (including items such as awards, published material in certain media, and scholarly articles).

Where a petitioner meets these initial evidence requirements, we then consider the totality of the material provided in a final merits determination and assess whether the record shows sustained national or international acclaim and demonstrates that the individual is among the small percentage at the very top of the field of endeavor. *See Kazarian v. USCIS*, 596 F.3d 1115 (9th Cir. 2010) (discussing a two-part review where the documentation is first counted and then, if fulfilling the required number of criteria, considered in the context of a final merits determination); *see also Visinscaia v. Beers*, 4 F. Supp. 3d 126, 131-32 (D.D.C. 2013); *Rijal v. USCIS*, 772 F. Supp. 2d 1339 (W.D. Wash. 2011).

## II. ANALYSIS

The Beneficiary is currently employed by the Petitioner as a "Staff Engineer———————————————————————————————————
A. Evidentiary Criteria
Because the Petitioner has not indicated or established that the Beneficiary has received a major, internationally recognized award, it must demonstrate that he satisfies at least three of the alternate regulatory criteria at $8 \text{ C.F.R.} \ 204.5(h)(3)(i)-(x)$ .
The Director found that the Beneficiary met two of these ten criteria, relating to judging the work of others in his field and performing in a leading or critical role for organizations that have a distinguished reputation. The record reflects that the Beneficiary has served as a peer reviewer of technical digests for the Applied Power Electronics Conference (APEC), thus satisfying the judging criterion at 8 C.F.R. § 204.5(h)(3)(iv). In addition, the Petitioner has submitted evidence to establish that the Beneficiary served in critical roles within its corporate group and with both of which have a distinguished reputation. Accordingly, we agree that the Petitioner satisfied the leading or critical roles criterion at 8 C.F.R. § 204.5(h)(3)(viii).
The Director acknowledged the Petitioner's claim that the Beneficiary meets four additional criteria at 8 C.F.R. 204.5(h)(3) but determined that the evidence did not demonstrate that he satisfied any of them. Those criteria are:
1 The Petitioner states that are the most widely used in digital electronics noting they are found in such as memory chips and microprocessors. The record reflects that is a high-

technology first introduced by the Petitioner's group in 1999.

voltage

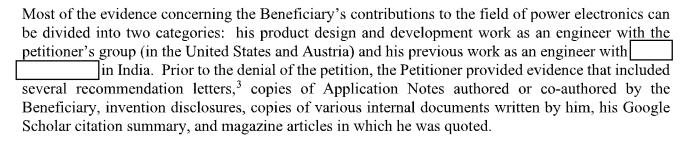
- (ii), Membership in associations which require outstanding achievements of their members;
- (iii), Published material in professional publications or major media;
- (v), Original contributions of major significance in the field; and
- (vi) Authorship of scholarly articles in the field.

On appeal, the Petitioner asserts that the Director erred in determining that the Beneficiary does not meet the original contributions criterion at 8 C.F.R. § 204.5(h)(3)(v). The Petitioner does not address or contest the Director's conclusions regarding the other claimed criteria at 8 C.F.R. § 204.5(h)(3)(ii), (iii) or (vi). Issues or claims that are not raised on appeal are deemed to be waived. See, e.g., Matter of M-A-S-, 24 I&N Dec. 762, 767 n.2 (BIA 2009). See also Sepulveda v. U.S. Att'y Gen., 401 F.3d 1226, 1228 n. 2 (11th Cir. 2005); Hristov v. Roark, No. 09-CV-27312011, 2011 WL 4711885 at \*1, \*9 (E.D.N.Y. Sept. 30, 2011) (the court determined the plaintiff's claims to be abandoned as he failed to raise them on appeal to the AAO).

After reviewing all the evidence in the record, we conclude that the Petitioner has not established that the Beneficiary meets at least three of the evidentiary criteria at 8 C.F.R. § 204.5(h)(3)(i)-(x) and therefore has not met the initial evidence requirements for this classification.

Evidence of the alien's original scientific, scholarly, artistic, athletic, or business-related contributions of major significance in the field. 8 C.F.R. § 204.5(h)(3)(v)

In order to satisfy this criterion, the Petitioner must establish that not only has the Beneficiary made original contributions, but also that those contributions have been of major significance in the field.<sup>2</sup> For example, a petitioner may show that the contributions have been widely implemented throughout the field, have remarkably impacted or influenced the field, or have otherwise risen to a level of major significance. The phrase "major significance" is not superfluous and, thus, it has some meaning. *See Silverman v. Eastrich Multiple Investor Fund, L.P.*, 51 F. 3d 28, 31 (3rd Cir. 1995) quoted in *APWU v. Potter*, 343 F.3d 619, 626 (2nd Cir. Sep 15, 2003). The burden is on the Petitioner to identify the Beneficiary's original contributions. explain their major significance in the field and support its claims with evidence.



As noted, the Director determined that the Petitioner submitted evidence to establish the Beneficiary's critical roles and his contributions to his employers' activities and concluded that he met the criterion

<sup>&</sup>lt;sup>2</sup> See USCIS Policy Memorandum PM 602-0005.1, Evaluation of Evidence Submitted with Certain Form I-140 Petitions; Revisions to the Adjudicator's Field Manual (AFM) Chapter 22.2, AFM Update AD11-14 8-9 (Dec. 22, 2010), https://www.uscis.gov/policymanual/HTML/PolicyManual.html. (finding that although funded and published work may be "original," this fact alone is not sufficient to establish that the work is of major significance).

<sup>&</sup>lt;sup>3</sup> Although we may not discuss every letter individually, we have reviewed and considered each one.

at 8 C.F.R. § 204.5(h)(3)(viii). The phrase "contributions of major significance in the field," however, requires evidence of an impact beyond one's employer and clients or customers. *See Visinscaia v. Beers*, 4 F. Supp. 3d 126, 134 (D.D.C. Dec. 16, 2013) (upholding a finding that a ballroom dancer had not met this criterion because she did not demonstrate her impact in the field as a whole).

We will first address the Beneficiary's work for the Petitione	r's group. At the time of filing, the
Petitioner stated that the Beneficiary "has made several signific	cant contributions to and
technology." In part, the Petitioner explained that he	
success of [the company's] portfolio" which i	s designed for chargers and adapters,
lighting and LED TVs. a vice president within	the Petitioner's
division, explains that the Beneficiary's "original v	
different power topologies lead to a better understanding for the	
new stress conditions." He further explains that the Beneficia	·
contributed to the development of a new generation of	that are more robust
and help its customers, which include television manufacturers s	
more reliable power supplies further states that	
followed the new technique for improved robustne	
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letter confirms that the Beneficiary contribute	d to the ongoing development and
enhancement of one of the Petitioner's product lin	
manufacturers. However, the record does not include corrobo	* *
Petitioner's competitors have used the same techniques to i	
products, nor does his broad statement sufficiently explain how to	
to resolve failures is recognized as a contribution	
Although the Petitioner submitted additional letters that discussed	5 6
they are similarly lacking in detail regarding the influence or im	
retired faculty of the Indian	notes that the
Beneficiary's analysis of the failure modes of	"helped the product
line improve the overall product features to meet the safety sta	
supplies." While he echoes''s statement that the improv	
in many consumer products manufactured by companies the Pe	
whether or how the Beneficiary's work has impacted the field bey	
whether of now the beneficiary is work has impacted the field bey	ond the relationer and its eastomers.
Related to this contribution is evidence of the Beneficiary's world	k on the Petitioner's
package" to address failure issues and improve	
power supplies. The Petitioner indicates that this package was '	
and notes it was adopted by its own industrial and automotiv	
sufficiently document what, if any, impact it had in the field. A	·
a formerly the Beneficiary's colleague at	echoes the Petitioner's
	conocs the retitioner's
Statement that the	e first of its kind" at the netitioning
	e first of its kind" at the petitioning by the Beneficiary was adopted by the
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package was the first of its kind in the company, it did not clarify whether the solution was novel within the industry, nor did it state that it had been adopted by its competitors or otherwise influenced the field in a way that rises to "major significance."

On appeal, the Petitioner asserts that it is now submitting evidence that the Beneficiary's "original and
significant contributions have been implemented by peers in the industry." This evidence includes:
an 2016 press release announcing the Petitioner's new
Package for its a white paper related to this technology, authored by the
Beneficiary; an 2016 article titled '
published by PntPower.com, which indicates that this company had introduced a portfolio
of ; and product information regarding
4
We note that the Petitioner's brief does not address the significance of this new evidence. The
evidence establishes that is the Petitioner's competitor and has released what
appears to be a comparable product. However this evidence alone does not establish that the Petitioner
was the inventor of the first product in the field, that its competitor directly
adapted the Petitioner's use of the design in its own product released less
than four months later, that introduction of this version of the product was widespread, or
that it is a contribution of major significance in the field. Beyond this evidence, the Petitioner simply
asserts that, since the company itself is a market leader in, "it is implicit that
[the Beneficiary's] work is being implemented by others." However, we cannot determine that the
Petitioner's market leadership provides presumptive evidence that each improvement to its existing
products is recognized as an original contribution that remarkably impacts the field.
Additional contributions the Petitioner attributes to the Beneficiary include his work on "defining next
generation "and "testing and validation of s developed based on relatively new technology." With respect to the solid-state relays, states that the Beneficiary led package development activities that resulted in prospective patent
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for in power supplies, which have been well-
received by its customers. He notes that these new help the Petitioner "retain the worldwide
number one position of the organization here in the US and provide an edge over
competitors," but he does not explain how the product line or the Beneficiary's involvement in the
final testing, validation and release stages, is an original contribution or how it has impacted the field,
rather than the Petitioner's standing in the field also generally emphasizes that the
semiconductor products designed by his company's research and development teams have gained
"worldwide acceptance" but this statement does not establish that any given engineer who has
contributed to its products has made original contributions of major significance within the meaning
of 8 C.F.R. § 204.5(h)(3)(v).
While some of the other recommendation letters emphasize that the work the Beneficiary performs in
the United States for the Petitioner will ultimately prove to be beneficial to the advancement of
and , the record contains insufficient corroboration of its current impact. For
example, states that "[i]n the forthcoming years, [the Beneficiary's] invention will
be used by the general population in the U.S. and around the world" but it is unclear to what
"invention" he is referring. who was the Beneficiary's colleague at
, states that the Beneficiary's work for the Petitioner "greatly improves the efficiency and
affordability of, making a viable option for U.S.
customers." This statement is not supported by other evidence in the record, or even echoed in the
s own statements regarding the impact of the Beneficiary's work; neither his letter nor the
Petitioner's supporting letters mention the applicability of the Beneficiary's work to
or Rather, generally stated that the Petitioner's new generation
and "are useful to the entire technical community designing products in
various areas of interest to the United States of America." Letters that specifically articulate how a
petitioner's contributions are of major significance to the field and its impact on subsequent work add
value. <sup>5</sup> On the other hand, letters that lack specifics do not add value, and are not considered to be
probative evidence that may form the basis for meeting this criterion. <sup>6</sup>

Overall, the Petitioner's evidence related to the Beneficiary's research and development activities demonstrates that he makes critical contributions to the ongoing improvement of the company's products and is highly valued by the company for his expertise. However, the evidence does not establish how his work has remarkably impacted the power electronics field in which the Petitioner operates. The evidence indicates that the Beneficiary has been tasked with solved engineering problems, proposing new design features, and validating and documenting products prior to their release, thereby successfully fulfilling his duties as a staff engineer. Although the evidence confirms that the Beneficiary contributes to products sold to international customers, it does not show that the impact of his engineering contributions reaches beyond his own employer and its customers. Again, the Petitioner has stated that the implementation of the Beneficiary's work by its competitors is "implicit" but this claim does not meet its burden to demonstrate the major significance of the Beneficiary's contributions.

<sup>&</sup>lt;sup>5</sup> See USCIS Policy Memorandum PM 602-0005.1, supra, at 8-9.

<sup>&</sup>lt;sup>6</sup> *Id*. at 9.

On appeal, the Petitioner asserts that the Director did not give sufficient weight to evidence that the Beneficiary has authored application notes for the company and specifically emphasizes documents titled
job duties as a staff engineer engaged in product development activities. On appeal, the Petitioner repeats that writing these notes is "part of his job function" and intended "to aid new product promotion and provide technical support to customers."
The Petitioner emphasizes that the application notes "confirm that [the Beneficiary's] research results in practical, industrial applications that are utilized by engineers, consumers and customers across the globe." Given the nature of the company as a component manufacturer, most if not all its engineers would reasonably be engaged in achieving practical applications that will be used by its customers in their own products. The Petitioner also provided evidence that the application notes have been published in different languages but based on the international nature of the company and its customers, it is unclear that the translation establishes the major significance of a product described in a particular application note.
Turning to the specific documents the Petitioner emphasizes on appeal, we note that the document while co-authored by the Beneficiary, is not identified on its face as an application note but rather appears to be a restricted internal reference resource for use by the Petitioner's customers. In fact, the Petitioner alternately refers to the document as a "failure catalog" that is used by engineers working for the company's customers. The Petitioner notes the existence of academic papers and failure analysis guides issued by other vendors that also address the issue of failures, but states that the Beneficiary's report "is much more targeted and original." However, the Petitioner has not explained how his authorship of a guide intended to be used by its customers' engineers for troubleshooting is a contribution of major significance in the field of power electronics.
The other application note referenced on appeal, titled was not previously listed among the Beneficiary's published notes. However, it was mentioned in sletter, where he noted that this document "guides power supply designers across the world to help them trouble shoot electromagnetic interference related product qualification issues." The Petitioner describes this application note as "highly popular" and asserts that it has "gained wide acceptance in the field of troubleshooting" but does not elaborate. Although the Petitioner's brief describes the document as "a significant contribution to the industry" it is unclear who is using the document or how it has been influential or remarkably impactful in the field. Like the failure analysis guide discussed above, it appears to have been intended
7 It appears that the Petitioner is referring to an application note titled a copy of which is submitted with the appeal.

as a technical resource for customers of the Petitioner that incorporate power supplies into their own products.
Overall, the evidence indicates that authorship of application notes is a component of the Petitioner's job as a staff engineer for an electronic component manufacturer. These documents demonstrate his contributions to the ongoing development of some of the Petitioner's product lines and undoubtedly assist international customers who incorporate the Petitioner's components into the design of their consumer products. However, the Petitioner has supported its claim that authorship of application note, in and of itself, represents a contribution of major significance in the field.
The Petitioner also claims that the Beneficiary's work for resulted in original contributions of major significance in the field, and, on appeal, specifically refers to the Beneficiary's application note titled "
application note titled " notes in his letter that the Beneficiary performed "important work or that has inspired "continuous research and engineering efforts in the electrification of appliances." He also notes that the application note had been cited by others in professional publications. However, he does not elaborate on how the Beneficiary's work in this area resulted in an original contribution of major significance in the field. The initial evidence included the Beneficiary's Google Scholar citation history indicating that his application note referenced above had been cited twice since its publication in 2014.
In response to a request for evidence, the Petitioner submitted an additional recommendation letter from
co-founder of and He states that the
Beneficiary's application note ' was immensely
helpful in his own company's development of cost-effective and reliable suited for
India's climate, noting that it "worked as a road map" for several aspects of development, and "helped us
develop and build a cost-effective powertrain platform for and their variants."
explains that the Beneficiary's paper offered a "blending of the mechanical (Physics) and
electrical aspects of design" which "we did not find in other literature." Finally, he states
"I also know through meet-up groups that other professionals in the
domain have also followed [the Beneficiary's] papers in their product development efforts."
's letter confirms his own company's use of the Beneficiary's application note but alone
does not confirm that implementation of his work has been widespread or particularly influential in the
or power electronics field.
On appeal, counsel for the Petitioner further elaborates on this application note:
The main contribution of this paper is that for the first time such a paper revealed reliable control schemes using that enabled designers to move away
from a complex or
The other main contribution of this paper was to explain simple, cost-effective techniques to manage the auxiliary functions of the such as pedal assist, over-current and over-voltage detection functionality. One of these features has now made its way to
be included in the safety standards of every The over-current protection feature prevents using the in high speed.

However, counsel's statements regarding both the original nature of the Beneficiary's work, and the claimed significance to the field (i.e., the incorporation of the Beneficiary's work into current safety standards for, are not supported by the evidence of record related to this contribution. Assertions of counsel do not constitute evidence. <i>Matter of Obaigbena</i> , 19 I&N Dec. 533, 534 n.2 (BIA 1988) (citing <i>Matter of Ramirez-Sanchez</i> , 17 I&N Dec. 503, 506 (BIA 1980)). Counsel's statements must be substantiated in the record with independent evidence.
The Petitioner also submits evidence of additional papers that cite to the Beneficiary's application note on the noting that as of 2020, it has been cited 15 times. Generally, citations can serve as an indication that the field has taken interest in a researcher's work; however, the fact that the Beneficiary has published application notes that other researchers have referenced, is not, by itself, sufficient to establish that he meets this criterion. Here, the Petitioner has not submitted sufficient evidence to show that his research on the has provoked widespread commentary or received notice from others in the field at a level consistent with "contributions of major significance in the field."
The Petitioner draws attention to other evidence in the record, noting, for example, that the fact that the Beneficiary was quoted in magazine articles about his work with
Finally, the Petitioner points to documentation submitted in support of other criteria in support of its claim that the Beneficiary has made "recognized contributions" to his field. For example, the Petitioner emphasizes the Beneficiary's senior membership in the Institute of Electrical and Electronic Engineers (IEEE), his co-founding role in the IEEE EMC Chapter, his role and responsibilities with and the company recognitions he received from his former employer. However, the Petitioner has not explained how these successes support its finding that he has made an original contribution of major significance consistent with the requirements of 8 C.F.R. § 204.5(h)(3)(v).

For the foregoing reasons, considered individually and collectively, the evidence does not establish that the Beneficiary meets this criterion.

## III. CONCLUSION

The Petitioner has not submitted the required initial evidence of either a one-time achievement or documents that meet at least three of the ten criteria. As a result, we need not provide the type of final

merits determination referenced in *Kazarian*, 596 F.3d at 1119-20. Nevertheless, we advise that we have reviewed the record in the aggregate, concluding that it does not support a finding that the Petitioner has established the acclaim and recognition required for the classification sought.

The Petitioner seeks a highly restrictive visa classification, intended for individuals already at the top of their respective fields, rather than for individuals progressing toward the top. USCIS has long held that even athletes performing at the major league level do not automatically meet the "extraordinary ability" standard. *Matter of Price*, 20 I&N Dec. 953, 954 (Assoc. Comm'r 1994). Here, the Petitioner has not shown that the significance of his work is indicative of the required sustained national or international acclaim or that it is consistent with a "career of acclaimed work in the field" as contemplated by Congress. H.R. Rep. No. 101-723, 59 (Sept. 19, 1990); *see also* section 203(b)(1)(A) of the Act. Moreover, the record does not otherwise demonstrate that the Petitioner has garnered national or international acclaim in the field, and he is one of the small percentage who has risen to the very top of the field of endeavor. *See* section 203(b)(1)(A) of the Act and 8 C.F.R. § 204.5(h)(2).

For the reasons discussed above, the Petitioner has not demonstrated his eligibility as an individual of extraordinary ability. The appeal will be dismissed for the above stated reasons, with each considered as an independent and alternate basis for the decision.

**ORDER:** The appeal is dismissed.